

19 March 1973

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MEMORANDUM FOR: [REDACTED]

SUBJECT: USIB Committees in Relation to DCI/IC Staff

REFERENCES:

- A. 16 March 1973 Memo to DCI from General Allen, Subject: USIB Committee Structure
- B. 15 March 1973 Memo to General Allen from General Graham
- C. 15 March 1973 Memo to General Graham from General Thomas, Subject: USIB Committee Structure

1. As you know, I have been concerned that changes in and development of the DCI/IC staff be undertaken in parallel with consideration of the role, functions and structure of the USIB committees. I would have to observe that heretofore the role and functions of both have not been well delineated and that a reasonably effective overall coordination mechanism has not been achieved. Note Attachment-1, hereto, indicating some of the problems perceived.

2. In formulating the revised DCIDs last year, the question of the structure and role of the USIB committees was raised, particularly with regard to clarifying the coordination role to be exercised by the D/DCI/IC. In fact, I drafted a DCID along the lines of the new DCI/IC organization and its proposed functions to indicate the problems relating to committee functions. (Note the draft as Attachment-2, hereto.) The result was a decision to go with the present committee structure, to strengthen the committee roles and to forgo a DCID on the DCI/IC staff. Thus, the functional responsibilities of the DCI/IC staff and the committees remain overlapped and confused. In my view, I think roles and functions of each should be sorted out, be strengthened in their respective spheres and be made complementary.

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3. Reference A., which I did not know about Friday when [REDACTED] you and I were talking about this, is a useful initiative to delve

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into this matter. To the extent that time away from my current pre-occupation with compartmentation matters permits, I would like to be named as one of the IC staff members referred to in paragraph 2.c. of Reference C. to assist in developing appropriate recommendations.

4. In implementation of Reference A. approved by the Director, I would recommend that a more detailed list of questions be posed in the call for information from committee chairmen than proposed in paragraph 2.b. of the General Thomas memorandum, Reference C. For this purpose, I am hereby forwarding a copy of a proposed list, Attachment-3, to General Thomas for his consideration in preparing a call to committee chairmen, for the purpose of eliciting more specific information bearing on the problems perceived.

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SA/D/DCI/IC

Attachments:

- 1 - USIB Committees
- 2 - Draft DCID (11 May 1972)
- 3 - Proposed Questions

cc: *K*General Allen
General Thomas

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USIB Committees1. Current Problems:

- a. Autonomous and uncoordinated
- b. Weak chairmen in too many cases, for example:
 - 1) Substantive rather than managerial
 - 2) Don't get backing of DCI or Board
 - 3) Too many use parliamentary "voting" procedure to arrive at decisions and recommendations
- c. Membership:
 - 1) Too often lacking in substantive competence
 - 2) From organizational elements and echelons too far removed from USIB principle
 - 3) Many could be replaced by tape recorders
- d. Structural voids:
 - 1) Production areas: a) political and b) military
 - 2) Collection areas:
 - a) Open source collection, including such technical sources as [REDACTED]
 - b) Coordinated Clandestine Service guidance
 - 3) Telecommunications
- e. Relationships between:
 - 1) Intelligence requirements and program guidance
 - 2) DCI intelligence objectives/priorities and departmental objectives/priorities

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3) Intelligence collection and intelligence production

f. Work habits/patterns of committees and patterns of supporting staffs, subcommittees and "working groups"

g. Examples of special problems:

1) Watch Committee:

a) Design and formalization of supporting arrangements

b) ADP support in NIC

c) Role of NIC and other Watch offices

2) EIC:

a) Breadth of economic purview

b) Committee production of estimates vs OER

c) Production allocation responsibilities in the community

d) Role of appropriate non-USIB agencies

3) GMAIC:

a) Level of effort and work habits

b) Role in relationship to SIGINT Committee and COMIREX

4) SIGINT Committee:

a) Relationship to NSA's managerial and coordination responsibilities

b) Membership capabilities and work habits

c) Effectiveness and impact of its guidance

d) Use of standing subcommittees

5) COMIREX:

a) Effectiveness of planning and of program guidance

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b) Relationships to EXCOM and NRO

c) Effectiveness in exploitation coordination

6) HUMINT Committee:

a) Limitations of present "terms of reference" in both scope and function

7) Security Committee:

a) Limitations of present membership (policemen--physical security and procedural instead of policy focus)

8) NIS Committee:

a) Role

b) Value/utility of product

2. Utility/strengths of committees:

a. Vehicle for participation, instead of confrontation

b. Forum for constructive information exchange

c. Coordinated tasking of extant resources

3. D/DCI/IC needs:

a. Careful delineation of committee functions with respect to DCI staff arrangements for planning, programming, monitoring and evaluating re sources and methods

b. Questioning the effectiveness and utility of the "requirements" generation, review and approval processes under USIB and within the departments and agencies

c. Positive and conscious arrangements under D/DCI/IC to coordinate the functions and activities of such committees the DCI may determine necessary to the support of USIB and IRAC

11 May 1972

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DCID No. _____

(Revised Series)

DIRECTOR OF CENTRAL INTELLIGENCE DIRECTIVE NO. _____

THE DEPUTY TO THE DIRECTOR OF CENTRAL INTELLIGENCE,
INTELLIGENCE COMMUNITY

(Effective _____)

Pursuant to the provisions of Subsections 102 (d) and (e) of the National Security Act of 1947, as amended, and of NSCID No. 1, the duties, responsibilities and functions of the Deputy to the Director of Central Intelligence, Intelligence Community, are hereby established.

1. Purpose

This DCID states and promulgates the duties and responsibilities of the D/DCI/IC and his supporting staff as established by the Director of Central Intelligence to assist in the coordination of intelligence activities of the several Government departments and agencies in the interest of national security.

2. Duties and responsibilities

The D/DCI/IC serves as the principal assistant to the DCI for the coordination of intelligence activities of Government departments and agencies; advises and assists with respect to detailed implementation of NSCIDs 1, 2, 3, 4, 5, 6, 7 and 8 and with respect to DCIDs promulgated by the Director; represents the DCI in liaison with Government departments and agencies and in councils, committees and working groups outside the intelligence community as called upon by the Director; and generally acts for the DCI in accomplishment of staff functions as assigned.

3. Staff functions

Staff functions assigned are:

- a. To formulate and recommend to the DCI, through the United States Intelligence Board, a coordinated and comprehensive statement of US national intelligence objectives and priorities which shall be issued as a DCID and which shall be revised with the Director's approval at least annually.

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b. To provide general guidance to the chairmen of USIB committees, to ensure continuing, timely and coordinated action on substantive intelligence problems, function allocation questions and the planning and programming of intelligence activities when such matters transcend the responsibilities and interests of individual committees; and to select and arrange the use of other means, as appropriate, for dealing with such questions including the use of interagency ad hoc task groups and the coordinated tasking of one or more USIB departments and agencies.

c. To coordinate the formulation, approval and promulgation of DCIDs and be responsible for their relevance under the NSCIDs and their appropriateness as to need.

d. To provide interfaces between the National Security Council Intelligence Committee and the Net Assessment Group with the intelligence community:

- 1) Assist in the evaluation of intelligence products to meet the needs of the NSCIC and the NAG.
- 2) Evaluate and recommend production concepts and forms.
- 3) Evaluate and recommend production responsibility allocations, procedures and requirements.

e. To assist in the review, evaluation and planning of intelligence community activities and resource capabilities:

- 1) Evaluate the pertinence, extent and quality of intelligence and intelligence information as a basis for recommending improvements and correcting deficiencies.
- 2) Evaluate and assist in planning the provision and allocation of intelligence activities and resources, including those for information handling, communications and security support.
- 3) Conduct resource issue studies employing interagency ad hoc task groups as appropriate.
- 4) Assist in the reconciliation of intelligence requirements and priorities within budgetary constraints.
- 5) Survey intelligence activities of USIB departments and activities, and maintain an inventory of national intelligence facilities and other resources.

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f. To develop and recommend in-cycle programming guidance to principal managers of intelligence community programs in implementation of approved national intelligence objectives, priorities and budgetary guidelines; to receive and review program budget estimates of USIB departments and agencies and other principal managers of national intelligence programs at the call of the D/DCI/IC; and to assist the DCI in the preparation of consolidated national intelligence program budget proposals:

- 1) Chair Intelligence Resources Advisory Committee working groups.
 - 2) Identify resource issues and options, particularly those involving two or more programs.
 - 3) Maintain requisite program and budget data bases and projections.
 - 4) Monitor resource allocations and expenditures.
 - 5) Provide representation in DoD reviews of intelligence programs under the coordinated direction of the D/DCI/IC.
- g. Support the DCI in presentations to the Office of Management and Budget, the President's Foreign Intelligence Advisory Board, the National Security Council and committees of Congress as required.
- h. To coordinate the development and maintenance of procedures for prior review and approval by senior intelligence authorities of all classified intelligence information proposed or prepared for release to the public or disclosure in unclassified activities.
- i. To serve as a liaison point for Office of Management and Budget queries to CIA in connection with any community-wide reviews or studies of intelligence or intelligence related activity.
- j. To provide broad procedural guidance to the secretariats and full-time staff support groups of USIB committees through the respective chairmen.
- k. To prepare the DCI annual report to the PFIAB concerning intelligence community activities.

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PROPOSED QUESTIONS

1. For Chairmen of All USIB Committees:

- a. Within or additional to the committee charter as stated in the relevant DCID, what was the scope of work accomplished by the committee and each of your subcommittees and working groups during 1972?
- b. How many times did the committee and each subcommittee meet in CY 1972, and typically how many attended such meetings, including members, staff, consultants and observers?
- c. Who typically drafts papers acted on by the committee; e.g., chairman, committee staff, committee members, subcommittees or agencies?
- d. What kinds of decision or action does the committee or your subcommittees take without referring the matter to USIB or the DCI for approval? To whom are such decisions or actions directed? What decision process is used in the committee and subcommittees?
- e. What requirement documents were formulated by the committee in 1972? Were particular sources and methods considered? Were cost options and impacts considered and documented? If so, what operational, programmatic or budgetary result is identifiable at this time?

2. For Chairmen of Production Committees:

- a. What "interdepartmental" estimates were produced by the committee during CY 1972?
- b. What contributions to NIEs, SNIEs or other intelligence products did the committee make in 1972?
- c. Does the committee attempt to estimate and schedule its production effort or does it simply respond to requests from the BNE, the DCI, member agency interests or other legitimate sources?

- d. If the committee formulated and disseminated requirements last year, were such requirements tailored to particular sources and methods or were they generalized?
 - e. Has the committee ever undertaken a review of community production resources in its substantive field with a view to recommending refinements in allocations of processing and production responsibilities (among Government components and among Government contractors)?
3. For Chairmen of Collection and Supporting Committees:
- a. What planning or programming cycle do you try to conform to your requirements formulation process?
 - b. In CY 1972, were means employed to conform requirements/guidance formulated by the committee to intelligence objectives and priorities approved by the DCI?
 - c. Do the committee and subcommittees employ systematic analytic and formulation procedures in arriving at requirements or guidance to be recommended to the USIB or DCI? If so, what are they? What systematic process is employed to ensure consideration of possible trade-offs relying on other sources?
 - d. Are requirements formulated by the committee tailored to the various categories of sources and methods employed within its assigned field, and to what extent are the following identified and considered: 1) the availability of information from files and other sources, 2) collection feasibility limitations, 3) costs and 4) risks? How adequate are the means for identifying and evaluating such factors?
 - e. Are reporting requirements stated, including specifications of timeliness and periodicity, and are they stated separately from any processing and collection/coverage requirements?
 - f. To what extent would you estimate that the expertise of committee and subcommittee members is self-sufficient in the following areas:
 - a. Engineering and technical evaluation?
 - b. Operational experience?

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- c. Intelligence analytic experience?
 - d. Security policy and practice?
 - e. Information processing and data handling?
 - f. Management techniques?
 - g. First-hand knowledge of community facilities and resources?
- g. In what areas have the committees established standards and progress reporting?